

5.12 POPULATION AND HOUSING

5.12.1 Existing Conditions

Since its incorporation in 1952, the City of Carlsbad has grown steadily and substantially over the decades from a population of 9,253 in 1960 to 95,146 in 2005. Based on 2010 Federal Census data, the estimated population is 105,328 with approximately 44,673 total existing households. Consequently, the average number of persons per household in Carlsbad is 2.35 persons.

Project Site

There are currently no residential structures located on, or persons residing in, the Master Plan project site.

5.12.2 Regulatory Setting

City of Carlsbad General Plan

Land Use Element

The purpose of the City's General Plan Land Use Element is discussed in Section 5.10 Land Use and Planning of this EIR. The existing City of Carlsbad General Plan land use designations for the project site are Residential-Low-Medium density (RLM) and Open Space (OS) (see Figure 5.10-1, Section 5.10 Land Use and Planning).

Housing Element (2005-2010)

The Housing Element of the General Plan is designed to provide the City with a coordinated and comprehensive strategy for promoting the production of safe, decent, and affordable housing within the community. The Housing Element is a five-year plan for 2005-2010, which differs from the City's other General Plan elements that cover a much longer period. The Housing Element serves as an integrated part of the General Plan, but is updated more frequently to ensure its relevancy and accuracy. A priority of both state and local governments, Government Code Section 65580 states the intent of creating housing elements:

The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian family is a priority of the highest order.

The existing General Plan land use designations of the project site are in conflict with the policies adopted as part of the December 23, 2009 updated City of Carlsbad 2005-2010 General Plan Housing Element and subsequent July 2011 actions. Adopted City housing policy stipulates construction of a minimum of 506 residential units on the Reclamation parcel. This was stipulated in order to satisfy the City's Regional Housing Needs Assessment (RHNA) requirements for low and moderate affordable housing per state guidelines. Specifically, the Housing Element contains policies dictating modification of existing General Plan land uses on the Reclamation parcel to accommodate at least 306 Residential-High (RH) density units (minimum 20 dwelling units per acre [du/ac]), and 200 Residential-Medium-High (RMH) density units (minimum 12 du/ac). Also, an additional six units were transferred from other properties to the Reclamation parcel.

Growth Management Plan (formerly known as Proposition E)

The City's Growth Management Plan (GMP) establishes citywide, quadrant, and Local Facilities Management Zone (LFMZ) performance standards for eleven public facilities to ensure that adequate public facilities and services are guaranteed at all times as growth occurs. The City's GMP quadrants are the northwest, northeast, southwest, and southeast. The quadrants are further broken down into separate LFMZs.

The GMP requires that the appropriate public facilities must be available in conformance with the adopted performance standards in an area when new development occurs. The Local Facilities Management Plan (LFMP), described below, is one component of the City's three-tiered or phased planning process to ensure compliance with the GMP throughout the development process.

Local Facilities Management Plans

There are a total of 25 LFMZs in the City. The project site located in LFMZ 25, within the northeast quadrant of the City, and encompasses approximately 292.93 acres of land, virtually all of which is vacant at this time. Seven different land parcels exist within Zone 25, under three different ownerships. Residentially designated land within Zone 25 comprises approximately 110.6 net developable acres. Zone 25 is bordered by the City of Oceanside to the north and the east, Zone 2 to the west and southwest, and Zone 7 to the south.

Local Facilities Management Plans are prepared in each of the 25 local facilities management zones, which implement the provisions of the GMP. LFMPs phase all development and public facilities needs in accordance with the adopted performances standards, provide a detailed financing mechanism to ensure public facilities can be provided, are reviewed by City staff for accuracy, and are approved by the City Council after a public hearing. Consistent with the GMP, the LFMP must describe how the LFMZ will be developed, how compliance with the growth management standards will be achieved, how necessary public facilities will be provided, and what financing mechanisms will be used for the facilities.

The LFMP for Zone 25 was prepared pursuant to the GMP, as outlined in Chapter 21.90 of the Carlsbad Municipal Code.

Zone 25 Residential Dwelling Unit Buildout Assumptions

Zone 25 development assumptions are based on Growth Management Control Points for the various General Plan land use categories (e.g., low density residential, low-medium density residential, medium density residential, medium-high density residential and high density residential). Pursuant to Zoning Code Section 21.53.230, net acreage is determined through a calculation of gross acreage, minus constrained lands (e.g., natural slopes in excess of 40 percent gradient, floodways, major power transmission easements).

Zone 25 is expected to build out as primarily open space, with sections of the eastern and middle portion of the zone containing pockets of high density and medium-high density residential land uses. Based on the Quarry Creek Master Plan and constraints mapping analysis, the project site residential development capacity would allow a maximum of 293 dwelling units under the current General Plan residential land use designation of Low-Medium Density Residential. The Caron properties (located outside the project site, but within LMPZ 25) would achieve a combined nine dwelling units. All other properties within the zone are designated for open space land use. With the exception of the proposed daycare facility, no

commercial or industrial development is assumed for Zone 25. Therefore, the total number of buildout dwelling units (du) under existing General Plan land use is projected at 302 units within Zone 25.

However, the Housing Element allocates 506 units to the Reclamation parcel (without specifically applying the constraints analysis to this parcel or the appropriate land use categories to achieve these units). The net buildable area of the Panhandle parcel is 22.3 acres. Based on the existing growth control point of 3.2 du/ac for the existing Residential Low Medium land use category of the Panhandle parcel, 71 units would be allocated to the Panhandle parcel. Therefore, a total of 577 units are currently allocated to the Master Plan project site.

Applying a constraints analysis pursuant to Zoning Code Section 21.53.230, a total of 788 units could be allowed for the entire Master Plan project site. This analysis assumes the proposed RH and RMH on the Reclamation parcel, and the existing RLM land use category on the Panhandle parcel. Table 5.12-1 below summarizes this analysis.

Table 5.12-1. Units Allocated per Constraints Analysis¹

	Gross Acreage	Net Acreage	Assumed Minimum Density	Allowed Residential Units
Residential – High	25.7	21.4	20.0	428
Residential – Medium High	30.2	24.1	12.0	289
Residential – Low-Medium	27.2	22.3	3.2	71
Open Space	72.9	0.0	0.0	0.0
Total	156.0			788

¹ Assumed Updated Per Housing Element.

A maximum development potential of 656 units has been identified for the Master Plan project site which factors in the site's net developable acres pursuant to Zoning Code Section 21.53.230, application of the proposed General Plan land use categories mandated by the Housing element policies for the Reclamation parcel, and the proposed Master Plan land uses for the Panhandle parcel. In addition, nine units could be achieved in the Caron properties. Therefore, the total number of buildout dwelling units in LFMP Zone 25 is projected at 665 dwelling units.

Excess Dwelling Unit Bank

The 1986 Growth Management Plan adopted residential dwelling unit limitations (or dwelling unit caps) for each quadrant in the City. Zone 25 is located within the Northeast Quadrant. The total number of dwelling units allowed within the Northeast Quadrant at City buildout is 9,042 units. Over the years, a number of residential development projects have been approved within the City at densities less than were projected per the Growth Management Quadrant caps. The City has deposited these and other unrealized (excess) units into the Excess Dwelling Unit Bank (EDUB). As of March 2012, 5,712 units have been constructed in the Northeast Quadrant. The remaining allowance is 3,300 units that could be constructed in the Northeast Quadrant without exceeding the buildout figure (project buildout) for the Quadrant, remaining within the Growth Management Plan allocation for the northeast quadrant.

5.12.3 Project Impacts

5.12.3.1 Thresholds of Significance

As defined in Appendix G of the *California Environmental Quality Act (CEQA) Guidelines*, project impacts with regards to population and housing would be considered significant if the project was determined to:

- Result in a substantial increase to the number of dwelling units and the population from that anticipated by the approved LFMP;
- Result in a change to the number of residential units, population and growth patterns from that anticipated by the LFMP that would adversely impact the ability of the City to provide planned levels of service for public facilities;
- Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere; or
- Displace substantial numbers of people necessitating the construction of replacement housing elsewhere.

5.12.3.2 Environmental Impacts

The proposed Master Plan will allow the development of a maximum total of 656 residential dwelling units, with a range of product types, densities, and price ranges, including both market-rate units and dwelling units provided under the City's Inclusionary (affordable) Housing Ordinance. The General Plan amendment proposed as part of this project will modify the General Plan Land Use Element in order to accommodate land uses consistent with those approved in the amended City of Carlsbad 2005-2010 Housing Element.

Local Facilities Management Plan Housing and Population

As described above, the existing City of Carlsbad General Plan land use designations for the project site are RLM and OS. These existing General Plan land use designations are currently in conflict with the December 23, 2009 adopted update of the City of Carlsbad 2005-2010 General Plan Housing Element policies dictating modification of the land uses on the Reclamation parcel within the project site to RH and RMH densities. Therefore, the proposed project includes an amendment to the General Plan Land Use Element to redesignate the land uses within the project site as illustrated on Figure 5.10-3 in Section 5.10 of this EIR. The proposed land uses for the project site include RH and RMH densities, as well as an increase in open space areas.

Excess Dwelling Unit Bank

The Master Plan would require a transfer of dwelling units from the EDUB, subject to the criteria for allocation contained in City Council Policy 43. The Master Plan proposes 656 units. The project would result in an increase in the number of units originally anticipated for Zone 25. Therefore, the proposal would require an allocation of a total of 363 units from the EDUB. Of these 363 units, 284 units correspond to the units allocated to the site by the adopted Housing Element, and 79 additional units are being requested as part of the proposed Quarry Creek Master Plan project. The EDUB currently has 3,300 units which are available for reallocation in compliance with the GMP. Table 5.12-2 summarizes the proposed withdrawal from the EDUB.

Table 5.12-2. Summary of Proposed Excess Dwelling Unit Bank Allocation to Project Site

Analysis	Units	Required from EDUB
Existing Allocation	293	
Adopted Housing Element Unit Allocation	577	284
Proposed Master Plan	656	79 (additional)
Total EDUB Withdrawal		363

City Council approval is required for both the allocation of units from the EDUB and the public facility adequacy analysis addressed in the Zone 25 LFMP. The allocation of units from the EDUB is consistent with Council Policy 43 and with Goal 2 (Quantity and Diversity of Housing Stock) of the General Plan Housing Element. Objective 2.1 of the Housing Element allows for development of sufficient new housing to meet the City's share of the total regional housing need, as identified in San Diego Association of Government's (SANDAG) *Regional Housing Needs Statement*. Objective 2.3 ensures sufficient developable acreage in all residential densities to provide varied housing types for households in all economic ranges.

The transfer of dwellings units to Zone 25 is not considered a significant population and housing impact as the Zone 25 LFMP demonstrates that facilities will be provided to serve the development (see EIR Sections 5.13 Public Services and 5.15 Utilities and Service Systems), and the excess dwelling units are available from the City's EDUB. Under City policy, excess dwelling units may be allocated to projects located in any quadrant of the City as long as the number of residential units constructed in each quadrant does not violate the dwelling unit limitations established by Proposition "E." There are adequate units in the EDUB for the requested allocation and the transfer of these units would not exceed the Proposition "E" dwelling unit cap of 9,042 units for the Northeast Quadrant.

Displacement of Housing or People

Anticipated buildout of the proposed project would result in a population increase of approximately 1,541. The project site is currently vacant and no residential structures or people are located on the site. Therefore, implementation of the proposed project would not result in the displacement of existing housing or people, which would otherwise necessitate the construction of replacement housing elsewhere. Furthermore, the proposed project would implement the land use policies for the project site as directed in the City's adopted Housing Element. The Housing Element has been accepted for certification by the State of California Department of Housing and Community Development. A critical measure of compliance with the State Housing Element law is the ability of a jurisdiction to accommodate its share of the regional housing needs—RHNA—which includes meeting affordable housing goals. The RHNA and affordable housing goals will be met with implementation of the project. No impact associated with the displacement of housing or people is anticipated.

Offsite Improvements

Implementation of the proposed project will require construction of several offsite improvements including sewer, water, and reclaimed water infrastructure, trailhead improvements, improvements to Haymar Drive to improve the street to local street standards, and limited off-site grading. These improvements are described in EIR Section 3.0. The utility improvements and connections are required under the LFMP to serve the proposed development within the project site. The offsite improvements do

not include additional housing units and would not displace existing housing or residences. No population and housing impact associated with the off-site improvements is anticipated.

5.12.4 Level of Significance Before Mitigation

As identified above, the impacts on population and housing were determined to be less than significant without mitigation.

5.12.5 Environmental Mitigation Measures

Impacts are less than significant. No mitigation is required.